

[16th November 1922]

Expenditure on the Police Department.

504 Q.—MR. C. V. VENKATARAMANA AYYANGAR: Will the hon. the Law Member be pleased to state—

(1) the total expenditure spent on the Police Department in this Presidency in the years 1905–1906, 1915–1916, 1921–1922;

(2) the number of police constables, head constables, sergeants, sub-inspectors, circle inspectors, deputy superintendents, assistant superintendents, district superintendents and deputy inspectors-general of police on the 31st day of March of 1906–1916 and 1922;

(3) whether the Government have any intention of reducing the number of officers in any of the cadres referred to in (b), and, if so, to what extent; and

(4) whether the Government have considered the desirability of appointing an Indian as a deputy inspector-general of police as recommended by the Council resolution passed in September last, and, if so, when it is to be given effect to?

A.—(1) & (2) The hon. Member is referred to statement D of Appendix A of the police administration reports of the years concerned.

(3) The question is under examination but it is improbable that any large reduction can be effected.

(4) It is unlikely that an Indian will be appointed as deputy inspector-general of police in the near future.

APPENDIX

[Vide answer to question No. 501 asked by Diwan Bahadur M. Ramachandra Rao Pantulu at the meeting of the Legislative Council held on the 16th November 1922, page 740 supra.]

G.O. No. 1345, L. & M., dated 5th August 1922.

In July 1920 the Government convened a Conference in Madras of selected representatives of Local Boards and Municipal Councils to discuss certain questions of policy in which they desired their advice. This Conference served a very useful purpose in acquainting the Government with the views of Presidents and Chairmen on important outstanding questions. The cost, however, was heavy, and it was realized that an all-Presidency Conference on which all local bodies could be represented would involve an expenditure which provincial funds could not reasonably be expected to defray. Such a Conference, moreover, would entrench severely on the time of Presidents and Chairmen, who are for the most part busy professional men. Further, conditions in different areas of the Presidency vary and, as it is essential to the health of Local Self-Government that general principles should be adopted to the peculiarity of local conditions, an attempt to arrive at one common formula for the whole Presidency under almost any head of administration would be foredoomed to failure. The Government therefore

16th November 1922]

decided to leave it to local bodies themselves to follow up the precedent created in 1920. The result has been completely satisfactory. In 1921 Group conferences were organized for each of the five natural divisions of the Presidency as follows :—

- I. Northern Group. Ganjām, Vizagapatam, Gōdāvari, Kistna, Guntūr and Nellore.
Held at Bezwada—August 28th and 29th—
under the presidency of M.R.Ry. Diwan
Bahadur C. V. S. Narasimha Raju Garu,
President, District Board, Vizagapatam.
- II. Ceded Districts Group. Bellary, Anantapur, Kurnool and Cuddapah.
Held at Cuddapah—September 17th and
18th—under the presidency of M.R.Ry.
Diwan Bahadur P. Kesava Pillai Avargal,
President, District Board, Anantapur.
- III. Central Group. North Arcot, South Arcot, Chingleput and
Chittoor.
Held at Saidapet—October 7th and 8th—
under the presidency of M.R.Ry. Rao
Bahadur W. Vijayaraghavulu Mudaliyar
Avargal, President, District Board, North
Arcot.
- IV. Southern Group. Trichinopoly, Tanjore, Madura, Ramnad and
Tinnevely.
Held at Trichinopoly—November 1st to 3rd
—under the presidency of M.R.Py. Diwan
Bahadur V. K. Ramanuja Achariyar
Avargal. This Conference was opened by
His Excellency the Governor.
- V. Western Group. Malabar, South Kanara, Salem, Coimbatore
and The Nilgiris.
Held at Coimbatore—November 26th and
27th—under the presidency of M.R.Ry.
Rao Bahadur N. Subba Rao Avargal,
President, District Board, South Kanara.

2. The Government have perused with great interest the reports of these five Conferences and the resolutions passed therein. It is clear that the exchange of views between the responsible representatives of local bodies which the Conferences have brought about has stimulated interest in the problems of board and municipal administration, clarified many issues hitherto clouded in controversy, broadened the outlook of public opinion and prepared the foundation of constructive policy. The Government note also with pleasure the cordial welcome given to their departmental officers, whose expert knowledge and experience were placed at the disposal of each Conference. They are convinced that the presence of these officers at the Conferences has proved as useful to the officers themselves

[16th November 1922]

and to the Government as it has to the representatives of self-governing bodies, and that the opportunity thus afforded for mutual discussion is more effective than correspondence in furthering the public welfare which is the common interest of both the Government and local bodies to attain.

3. The resolutions passed at the several Conferences are classified and tabulated in the annexure. Some of these resolutions it is for local bodies themselves to carry out, and these do not require action on the part of the Government. Others the Government have accepted and given effect to. Others the Government have, after careful consideration, felt unable to comply with. Others involve issues too complex for hasty decision. Others again require financial resources which the Government do not at present possess. The resolutions as a whole bear the mark of good sense and sincerity, an excellent augury for the future of Local Self-Government in this Presidency. The Government congratulate the organizers of the Conferences of 1921 and trust that future Conferences will maintain the same high qualities.

(By order of the Government, Ministry of Local Self-Government)

F. J. RICHARDS,
Secretary to Government.

To all Presidents of District Boards.
 „ all Presidents of Taluk Boards (through Presidents of District Boards)
 „ all Chairmen of Municipal Councils.
 „ all Collectors.
 „ the Inspector of Local Boards and Municipal Councils.
 „ the Director of Public Instruction.
 „ the Surgeon-General.
 „ the Director of Public Health.
 „ the Director of Town Planning.
 „ the Examiner of Local Fund Accounts.
 „ the Sanitary Engineer.
 „ the Finance Department.
 „ the Revenue Department.
 „ the Public Works Department.
 „ the Publicity Officer.

ANNEXURE.

Proceedings of the Local and Municipal Conferences.

[*Note.*—The letter in brackets after each resolution indicates the Conference at which it was passed. Bz. = Bezwada; Cd. = Cuddapah; Sd. = Saidapet; Tr. = Trichinopoly; Ob. = Coimbatore. The number is the number of the resolution on the Agenda of the Conference at which it was adopted.]

I.—CONSTITUTION AND MANAGEMENT.

(1) *Municipal Chairman, term of office.*

(i) This Conference resolves that necessary amendment in law shall be made to extend the term of office of municipal chairman and vice-chairman to three years unless his term as member of the council expires meanwhile. (Bz. 24.)

16th November 1922]

(ii) Resolved that this Conference supports Mr. T. A. Ramalinga Chettiyar's Bill for amending the District Municipalities Act for extending the term of office of chairmen of municipal councils to three years, as in the case of union, taluk and district board's presidents. (Sd. 10.)

(iii) This Conference recommends that the term of chairmanship of municipal councils be extended to the full term of his councillorship. (Cd. 20.)

The recommendation has been accepted and has passed into law.

(2) *Municipal elections, method of voting.*

This Conference is of opinion that the present system of voting at municipal elections is unsatisfactory, as it is now possible to make out the persons for whom one has voted, and that the rules now in force for election of councillors and chairmen and vice-chairmen should be so altered as to get the full benefit of vote by ballot. (Cb. 25.)

The Government do not consider any alteration in the rules necessary.

(3) *Travelling allowance.*

This Conference expresses its opinion that as the amount of travelling allowance bills in local bodies and district educational councils come to a very large figure, it is necessary that the presidents and vice-presidents, and chairmen and vice-chairmen should draw travelling allowance only on the present scale fixed for the members of the several bodies and that the members themselves should agree to draw not more than one-half of what they are drawing now; and urges the various bodies to come to a settlement on the matter at an early date. (Cb. 29.)

The remedy lies with the local boards and councils themselves. The matter is, however, engaging the attention of the Government.

(4) *Discipline.*

(a) *Punishment.*

That this Conference recommends that the present Local Boards Act, sections 68, 70, 72, be so modified as to give the President, District Board, the following disciplinary powers of warning, fining, suspension and temporary reduction and to the Board those of removal and dismissal in the case of District Board Engineer. (Cd. 16.)

The Government do not at present see sufficient reason to amend the Act in the direction suggested.

(b) *Appeals.*

The existing rules in the matter of appeals against punishment by municipal subordinates be continued; in other words, that the

[16th November 1922]

appeal should lie to the municipal council and not to a committee and that the draft rule on the subject made by Government be not adopted. (Tr. 3.)

The draft rules have been confirmed in G.O. No. 499, L. & M., dated 14th March 1922. The Government did not accept the resolution.

(5) *Transfers.*

This Conference recommends that the presidents of district and taluk boards may be empowered to transfer their servants as well as the servants of union boards from one local board to another within their respective jurisdictions. (Tr. 2.)

This is under the consideration of the Government.

(6) *Co-operation of Government Officers.*

This Conference urges on Government the immediate necessity for inserting in the Local Boards Act a distinct provision to the following effect:—

“All persons in the employ of Government who at the time when the Act came into force in any district were performing any executive or ministerial duties in carrying out the purposes of the Act, shall continue to discharge such duties, unless and until the Governor in Council shall otherwise direct.” (Section 47 of the old Act.)

This Conference further urges that pending the introduction of such legislation, Government may be pleased to issue directions to the Revenue and other officers in their employ to help local bodies in their administration as they were doing when Collectors and Revenue Divisional Officers were Presidents. (Cb. 3.)

This is under the consideration of the Government.

(7) *Gratuities for menials.*

(i) This Conference is of opinion that the Local Boards Manual and the Municipal Account Code should be so amended as to permit of gratuities being paid to purely manual labourers, e.g., peons and lascars. (Cb. 22.)

(ii) This Conference is of opinion that the Municipal Account Code should be so amended as to permit of gratuities being paid to purely manual labourers, e.g., peons and lascars. (Sd. 6.)

This is under the consideration of the Government in connexion with the revision of the Local Boards Manual and the Municipal Account Code.

16th November 1922]

II.—COMMUNICATIONS.

(1) *Provincialization of Engineers.*

This Conference recommends that immediate effect be given to the recommendations of the Financial Relations Committee that the Engineers and the Assistant Engineers be provincialized and that a moiety of their salaries be contributed by Government. (Tr. 4.)

The matter is already under the consideration of the Government. They have not been able to give immediate effect to the recommendation for want of funds.

(2) *Second-class roads.*

This Conference recommends that in the case of second-class roads the Government do give two-thirds of the total expenditure on such roads not exceeding Rs. 200 per mile. (Cd. 13.)

Orders have issued in G.O. No. 1096, L. & M., dated 21st June 1922.

(3) *Union roads.*

That this Conference recommends that the district roads passing through Union limits should vest in the District Board. (Cd. 15.)

The Government are considering the question of amending the Madras Local Boards Act to this effect.

(4) (a) *Trunk roads—Additions proposed.*

(i) This Conference recommends to Government that the present list of trunk or first-class roads requires revision in the light of the principles laid down by the Financial Relations Committee and in consultation with the local bodies concerned. (Cb. 4 and Cd. 11.)

(ii) This Conference resolves that the following roads be classified as 'Trunk roads':—

(1) Road from Cuddalore Sathia tope, Lower Anicut, Kumbakonam, Tanjore and Trichinopoly.

(2) Road from Tanjore to Negapatam.

(3) Madura, Aruppukottai, Pandalkudi, Ettiapuram, Tuticorin road.

(4) Madura, Tirumangalam, Kovilpatti, Srivilliputtur, Sivagiri, Tenkasi road.

(5) Trichinopoly-Madura road passing through Kovilpatti, Kottampatti, Melur and not the one via Dindigul. (Tr. 10.)

(iii) The road from Tuticorin to Tenkasi, via Palamcottah to the Travancore territory be recommended to be classified as trunk road. (Tr. 11.)

[16th November 1922]

(iv) The road connecting Madura, Dindigul, Palni, Udamalpet, Pollachi, and Coimbatore be also recommended to be classified as trunk road. (Tr. 12.)

Financial stringency precludes additions to, or material alterations in the alignment of, trunk roads.

(4) (b) *Trunk road grants—Insufficiencies.*

(i) That this Conference recommends that the grant of Rs. 500 per mile should be increased in the case of trunk roads which contain ghats and other natural difficulties. (Cd. 12.)

(ii) Resolved that the amount of Provincial grants in aid of the maintenance of trunk or first-class roads should not be fixed at the maximum of Rs. 500 a mile, but should be made elastic and different maxima should be fixed for different districts with due regard to local conditions. (Sd. 2.)

(iii) This Conference recommends to Government that the amount of Provincial grants in aid of the maintenance of trunk or first-class roads should not be fixed at the maximum of Rs. 500 a mile in the case of district boards or Rs. 1,000 in the case of municipal councils, but should be made elastic and maxima should be fixed for different districts with due regard to local conditions. (Cb. 5.)

The Government cannot at present provide the money required to increase the rate of trunk road grants. The question of fixing the grants for different districts with reference to local conditions is under separate consideration.

(4) (c) *Trunk road grants—Payment.*

(i) This Conference recommends that specially in the case of both first and second-class roads the system of post-payment should be so worked as to enable the local bodies to draw the necessary advance during the year as works progress. (Cd. 1.)

(ii) This Conference is also of opinion that the grants should be within the official year, and in anticipation of the inspection and certificate of the Superintending Engineer, any overpayments discovered as a result of the Superintending Engineer's inspection being adjusted in the accounts of the next year. (Cb. 5 and Sd. 2.)

This subject is under consideration.

(5) *Bridges, etc.*

(i) This Conference resolves that the responsibility for meeting the expenditure caused by acts of God and the construction of bridges, causeways, culverts on trunk roads, should rest with the Government. (Tr. 13.)

16th November 1922]

(ii) This Conference recommends that the Government be requested to set apart annually—

(a) a definite amount for financing the entire cost of the construction of bridges and causeways on trunk roads; and

(b) a minimum allotment of thirty lakhs out of loan funds for bridges and causeways on other roads, one-half of which should be available for grants to local bodies for meeting the Government's share of the cost of such bridges and causeways and the other half being available for loans to local bodies for meeting their share of the cost. (Sd. 15.)

(iii) This Conference resolves that the construction of bridges, etc., over artificial irrigation works belonging to Government shall be made obligatory on the Public Works Department wherever such works have intercepted the existing public rights of way. (Bz. 23.)

(i) See G.O. No. 493, Finance, dated 11th May 1921.

(ii) The present financial position prevents the Government from making any definite promise.

(iii) The Government are unable to accept the recommendation.

(6) *Encroachments.*

This Conference recommends that section 159 (1) of the Local Boards Act, XIV of 1920, shall be so amended that the presidents of local boards may be authorized to issue notices for the removal of encroachments, without the approval of the Board as provided in section 98 of the old Act. (Tr. 9.)

This resolution is under the consideration of the Government in connexion with the amendment of the Madras Local Boards Act, 1920.

III.—EDUCATION.

(1) *Secondary schools.*

(a) *Salaries.*

(i) Resolved that in secondary schools under the management of public bodies the salaries of teachers of different grades be standardized with special provision for backward localities and that Government be requested to bear the entire net cost and that a committee consisting of the presidents of district boards and chairmen of municipal councils managing secondary schools in this group of districts with power to co-opt, be appointed to draw up scales for the acceptance of the bodies concerned. (Sd. 9.)

(ii) This Conference recommends that the following scales be adopted as regards the salaries of teachers in secondary schools (Tr. 14):—

	RS.
Headmaster	150—10—250
B.A., L.T.	90—5—140

If he is a M.A. or honours graduate, he will be given Rs. 10 extra.

[16th November 1922]

	RS.
Intermediate	50—2—70
Pandits and school finals	35—1—50
Drawing masters	30—1—40
Physical trainer or drill master	30—1—40

The question of standardizing the salaries of teachers in secondary schools is under the consideration of Government. They cannot undertake to bear the entire net cost.

(b) *Finance.*

(i) This Conference recommends that the cost of secondary education be shared between the Government and the local bodies in the proportion of 3 to 1 as recommended by the Financial Relations Committee in paragraphs 23 to 28 of Appendix A of its report except in cases where the Government now bears the whole or higher proportion. (Cb. 6.)

(ii) This Conference resolves that the recommendations of the Financial Relations Committee, in respect of the responsibility of Government and local bodies for meeting the net cost of secondary schools, be accepted. (Tr. 15.)

(iii) This Conference recommends that considering the backwardness of the Ceded Districts in point of education, and the poor finance of the local bodies, the entire net cost of all secondary schools under the management of the local bodies be borne by the Government. (Cd. 9.)

(iv) That in view of the fact that a large number of elementary and a few secondary schools had been opened by local boards and municipalities, the net cost whereof was being wholly or mainly met from Provincial funds, this Conference urges that it is both just and equitable that the extra cost involved in giving to the employees in such schools increased scales of pay, should be entirely borne by Government. (Cb. 26.)

(i) to (iii) The Government are not in favour of making any change in the existing system.

(iv) The Government are unable to accept this resolution.

(c) *District Cadre.*

This Conference is of opinion that a District Educational Service may be organized for the benefit of all secondary schools under public management. (Cb. 28.)

This is under the consideration of the Government.

(2) *Elementary schools.*

(a) *Salaries.*

The following scale be recommended to local bodies for adoption in effecting improvements in the scales of salaries of teachers in elementary schools. (Tr. 19):—

(1) Unqualified teachers will get Rs. 20 only per mensem and no increment whatever.

16th November 1922]

(2) Teachers with lower elementary grade qualification, Rs. 20—1—30.

(3) Teachers with higher elementary grade qualification, Rs. 25—1—35.

(4) Teachers with secondary grade qualification, Rs. 30—1—40.

(5) Women teachers to get Rs. 5 in addition.

This recommendation is for the local bodies to consider.

(b) Government grants.

(i) This Conference requests the Government to sanction the Rs. 4 allowance to elementary schoolmasters, which has been withheld since March last, and requests that this grant may be treated as part of the recurring expenditure of the preceding year within the meaning of the proviso to section 37 of the Madras Elementary Education Act of 1920. (Sd. 3 and Tr. 20.)

(ii) This Conference requests Government to sanction and continue the grant of Rs. 4 towards the pay of elementary schoolmasters, which has been withheld since March last, and requests that this grant may be treated as part of the recurring expenditure of the preceding year within the meaning of the proviso to section 37 of the Madras Elementary Education Act of 1920. (Cb. 7.)

(iii) This Conference recommends

(a) that considering the backwardness of the Ceded Districts in point of education, and the poor finances of the local bodies, that the amount of Provincial contribution under the proviso to section 37 of the Elementary Education Act should, in respect of the Ceded Districts, be so determined as to include the sum paid by Government during 1919-20-21 for payment of an additional allowance of Rs. 4 for all elementary school teachers;

(b) that the rate of contribution under section 37 of the Act shall be Rs. 3 for every Re. 1 raised by the local body. [Cd. 10 (a) and (b).]

(iv) This Conference recommends that the whole cost of elementary education shall be met by the Government treating elementary education in this country as a national service. (Bz. 18.)

In 1921-22 subsidies covering one-half of the expenditure on account of the payment of the allowance were sanctioned on condition that the local bodies met the other half from their own funds. As regards 1922-23 and succeeding years the Government have agreed to sanction similar aid, subject to the funds required therefor being voted by the Legislative Council [G.O. No. 226, Law (Education), dated 27th February 1922]. The Government are unable to accept the recommendation that the whole cost of elementary education should be met from provincial revenues.

[16th November 1922]

(c) *Compulsion.*

(i) This Conference suggests to all municipal councils the desirability of the immediate introduction of free and compulsory education in municipal areas. (Tr. 17 and Cb. 8).

(ii) The Government be requested to modify rule 51 of Schedule IV of the District Municipalities Act so as to give full discretion to municipal councils to impart free education in their schools. (Tr. 18).

It is for the municipal councils to take action on the first resolution. The second resolution is under the consideration of the Government.

(3) *Technical schools.*

(i) This Conference resolves that technical and industrial schools should be established at suitable centres in this group under the management of local bodies concerned and the cost thereof shall be defrayed by the Government and the Government workshops at Dowlaishwaram and Bezwada may be utilized by such schools. (Bz. 21.)

(ii) This Conference resolves to introduce vocational training including spinning wheel in all or any of the elementary and secondary schools and the spinning wheel shall be introduced as a compulsory subject in girls' schools. (Bz. 20.)

(iii) This Conference resolves that technical and industrial schools should be established and maintained at suitable centres under the management of the local bodies concerned and the cost thereof defrayed by Government. (Cb. 9.)

(iv) This Conference cordially approves of the scheme which is proposed to be put into force by the District Board of Tinnevely and explained in the following memorandum and recommends the adoption of schemes on similar lines in other districts. (Tr. 16.)

Memorandum.—Kadianallur is a flourishing union situated about 10 miles north of Courtallam on the road to Srivilliputtur. Its population is half agricultural and half industrial, the industry being mainly confined to weaving. It has got a well-attended elementary school for boys and another for girls. Till the beginning of this year it had no secondary school. With the sole help of Government a secondary school up to III Form has now been established in the village. It has got a very promising future before it. It is proposed to raise the school to the IV Form next year and in two years more to make it into a complete secondary school. There is plenty of student material in and round the place. In course of time it is bound to be a great education centre. What is now proposed to be done is to make the school not only an education centre from a literary point of view but also to make it a centre for the imparting of theoretical and practical education in the arts of agriculture and

16th November 1922]

weaving and in a few years to run it on a self-supporting basis. Such an institution will certainly remove the reproach that we are manufacturing a set of discontented young men who, after devoting a good portion of their youth to literary pursuit, are in the end unable to find a means of living. It may legitimately be asked whether under the new system the educational standard will be in any way reduced. The answer is certainly in the negative. At present, the minimum period during which a school has to be kept open is fixed as 180 days in the year. Four hours' attendance counts for one day. Thus the instruction imparted in one year is limited to 180×4 or 720 hours. In the proposed system the day limit of literary instruction will be reduced to three hours and the period of detention will be raised to 240 days. This encroachment on the holidays will not be felt as a hardship as the students do not come from distant places but only surrounding villages.

The remaining portion of the day will be devoted to the imparting of theoretical and practical education in either agriculture or weaving. Suitable curricula will be prepared for the several classes so that the students may be taken through easy stage from the rudimentary course to the highest course under which when they leave the institution they will be practical agriculturists or weavers in addition to the general instruction which they have received up to the VI Form.

Under agriculture it is proposed to acquire a good plot of dry land suitably situated on the roadside between the villages of Kadianallur and Kristnapuram (one mile further north) and with the aid of wells sunk to cultivate the lands with the labour of the students taking to agriculture and to get an outcome from the lands. This outcome will not, in the beginning, be sufficient for the maintenance of the agricultural students. Under proper management it is hoped that in years to come the agricultural students could be maintained with the produce of the farm. The institution will be run on a resident hostel system under the direct supervision of the instructors.

A similar system will be followed for the students taking to weaving for the practical course. Great care will be taken to run the institution on as economical lines as possible but in the beginning the initial cost of land, buildings and apparatus will be great and it is hoped that the Government will readily come to the help of the District Board whose finances are, under the operation of the new Act, not in a flourishing condition.

This scheme was thought out by myself, the President of the Taluk Board, Tinnevely, and the Inspector of schools, discussed on the spot in the presence of men of light and leading in the village

[16th November 1922]

and accepted by all as eminently satisfactory. One of the townsmen christened the system as Gurukulavasa which obtained in India in the days of ancient Rishis.

I therefore request that the Conference will record its opinion that the scheme is eminently practical and will recommend to Government the acceptance of the scheme and the placing of sufficient fund for the purpose.

The Government cannot accept liability for the maintenance of technical and industrial schools which may be opened by local bodies, nor do they propose to take any action with reference to the resolution regarding the introduction of the spinning wheels in schools.

(4) *Muhammadan Education.*

(i) This Conference recommends to the Educational Council that proposals shall be framed immediately to afford facilities for training of Muhammadan male and female teachers in each district. (Bz. 19.)

No action on the part of the Government is called for.

(5) *Religious Instruction.*

That this Conference recommends that voluntary religious instruction be imparted to pupils in schools managed by local bodies under suitable conditions and rules. [Od. 10 (c).]

The matter is under the consideration of the Government.

(6) *Text-books.*

This Conference resolves that Hindu, Muhammadan and Christian representatives elected by a joint committee of the elected members of the district boards and the municipal councils shall be added to the Text-book Committees and three-fourths of the Text-book Committee shall consist of such representatives. (Bz. 22.)

The Government do not propose to take any action in this matter.

IV.—PUBLIC HEALTH.

A. *District Health Committees.*

(i) (1) This Conference recommends the establishment in each district of a district health committee in order that public health work may be better co-ordinated than at present.

(2) This Conference also recommends that in order to carry out this work a district health officer may be appointed for each district under whom all public health activities will be concentrated. Seventy-five per cent of these officers' emoluments should be paid by Government.

(3) This Conference further recommends that the district health committee should, for the present, consist of the president, district board, the presidents of taluk boards and the district medical

16th November 1922]

and sanitary officer. The district health officer will act as secretary of the committee, the president, district board, being the president of the committee.

(4) This Conference also recommends that municipal councils should join the health committee. The district board should pay the remaining 25 per cent of the pay of the district health officer, the salaries of the sanitary inspectors and vaccinators being paid by the local bodies that employ them.

(5) The Conference is strongly of opinion that the district health officer shall not be transferred from the district on any account without the consent of the district health committee. (C. 10.)

(ii) This Conference recommends the establishment in each district of a district health committee in order that public health work may be better co-ordinated than at present. (Tr. 21.)

This Conference also recommends that in order to carry out this work a district health officer may be appointed for each district under whom all public health activities will be concentrated. Seventy-five per cent of these officers' emoluments should be paid by Government. (Tr. 22.)

The Conference is strongly of opinion that the district health officer shall not be transferred from the district on any account without consent of the district health committee. (Tr. 25.)

This Conference further recommends that the district health committee should, for the present, consist of the president, district board, the presidents of taluk boards and district medical and sanitary officer: the district health officer will act as secretary of the committee, the president, district board, being the president of the committee. (Tr. 23.)

This Conference also recommends that municipal councils, which do not employ a health officer, of their own, should join the health committee. The district board should pay the remaining 25 per cent of the pay of the district health officer, the salaries of sanitary inspector, deputy inspectors of vaccination and vaccinators being paid by the local bodies that employ them. (Tr. 24.)

(iii) This Conference recommends the establishment in each district of a district health committee in order that public health work may be better co-ordinated than at present.

This Conference also recommends that in order to carry out this work a district health officer may be appointed for each district under whom all public health activities will be concentrated. Seventy-five per cent of this officer's emoluments should be paid by Government.

[16th November 1922]

This Conference further recommends that the district health committee should, for the present, consist of the president, district board, presidents, taluk boards, and the district medical officer. The district health officer will act as secretary of the committee, the district board president being the president of the committee. (Sd. 11.)

(iv) This Conference resolves that district health committees should be organized consisting of representatives of local bodies and district health officers shall be appointed, provided the Government would pay the whole or at least three-fourths of their pay, allowances and other charges. (Bz. 5.)

Orders passed in G.O. No. 1354-A, P.H., dated 18th October 1921, G.O. No. 165, P.H., dated 1st February 1922 and G.O. No. 1096, L. & M., dated 21st June 1922.

B. Medical Relief.

(1) Office of the District Medical and Sanitary Officer.

This Conference is of opinion that the cost of the staff of the district medical and sanitary officer should not be a burden on local bodies. (Cb. 15.)

The matter has been considered by the Government, but owing to the financial stringency no immediate relief can be promised.

(2) Provincial subsidies.

(i) This Conference recommends that half the net cost of all the medical institutions of local and municipal bodies be met by Government. (Cb. 14 and Cd. 6.)

(ii) This Conference resolves that not less than half the cost of the maintenance of medical institutions under local bodies shall be contributed by Government. (Bz. 8.)

(iii) This Conference recommends that in addition to 50 per cent of the net cost of all the medical institutions of local and municipal bodies recommended by the Financial Relations Committee, Government do pay the whole cost of constructing the buildings and equipment. (Tr. 30.)

Orders passed in G.O. No. 737, P.H., dated 23rd May 1921.

(3) Medical Stores.

This Conference resolves that supplies from Medical Stores to the medical institutions maintained by local bodies will be charged at the same rate as in the case of Government medical institutions. (Bz. 7 and Cb. 16.)

Orders passed in G.O. No. 1564, P.H., dated 19th November 1921.

16th November 1922]

(4) *Apportionment of cost between local bodies.*

(i) This Conference is of opinion that charges of medical institutions resorted to by people residing within the jurisdiction of more than one local body should be apportioned among such bodies in the proportion to the number of patients resorting to medical institutions from the area of the respective local bodies, and that the administration of such an institution be entrusted to the local body within whose jurisdiction the institution is situated. (Cd. 4.)

(ii) That this Conference is of opinion that charges of medical institutions resorted to by people residing within the jurisdiction of more than one local body should be apportioned among such bodies in the proportion of the number of patients resorting to such institutions from the area of the respective local bodies. (Tr. 23.)

(iii) This Conference resolves that in the case of the hospitals and dispensaries in municipal areas the district board and not the taluk board shall contribute for the maintenance of such institutions *pro rata* according to the number of in-patients and out-patients coming from rural and municipal areas and such hospitals and dispensaries shall be managed by a statutory joint committee consisting of members chosen from local bodies concerned and registers shall be maintained showing the residence of patients treated. (Bz. 6.)

(iv) That this Conference recommends that district boards and not taluk boards do pay contribution to municipal medical institutions. (Cd. 5 and Tr. 29.)

(v) This Conference recommends that district boards and not taluk boards do pay contribution to municipal medical institutions and that the Local Boards Act be amended accordingly.

The Government have been advising local bodies to apportion the cost of medical institutions on the principles indicated in these resolutions.

(5) *Midwives.*

This Conference recommends that facilities be afforded in each district for training indigenous midwives with a view to the early introduction of the system of registering and licensing them at least in municipal towns. (Cb. 12, Sd. 13, Tr. 27 and Cd. 3.)

The subject is under the consideration of Government.

(6) *Ayurvedic and Unani (See also item 7).*

(i) This conference resolves that the Government shall grant permission to local bodies to open or aid Ayurvedic and Unani medical institutions. (Bz. 9.)

[16th November 1922]

(ii) This Conference exhorts the local bodies to introduce the system of subsidising the Unani and Ayurvedic medical practitioners in rural areas. (Bz. 10.)

The Government have not hitherto objected to the maintenance of Ayurvedic or Unani institutions by local bodies.

(7) *Rural areas.*

(i) Medical relief in rural areas be organized on the following lines :—(Tr. 26.)

(a) Base hospitals in important taluk centres with one or more itinerant medical men allotted to them going round a definite itinerary every week.

(b) Closure for a few days in the week of dispensaries which do not get an adequate number of patients and sending the medical man or men out during these days to do a definite itinerary.

(c) Aiding registered medical practitioners and certified Ayurvedic and Unani medical practitioners who agree to settle in rural areas.

(ii) Resolved that medical relief in rural areas be organized on the following lines :—(Sd. 12.)

(a) Base hospitals at taluk headquarters with an itinerant medical man attached to them, going round a definite itinerary every week.

(b) Closure for a few days in the week of dispensaries which do not get an adequate number of patients and sending the medical man out during these days to do a definite itinerary.

(c) Aiding

(1) registered medical practitioners,

(2) certificated Ayurvedic and Unani medical practitioners, who agree to settle in rural areas.

(iii) This Conference resolves that medical relief in rural areas be organized on the following lines :—

(1) Base hospitals at taluk headquarters or other centres with itinerant medical men attached to them, going round a definite itinerary every week.

(2) Opening of more dispensaries, and closure for a few days in the week of dispensaries which do not get an adequate number of patients and sending the medical man out during these days to do a definite itinerary.

(3) Aiding

(a) registered medical practitioners, and

(b) certificated Ayurvedic and Unani medical practitioners who agree to settle in rural areas.

16th November 1922]

(iv) This Conference recommends that medical relief in rural areas may be reorganized on the following basis :—

(a) Base hospitals at taluk headquarters with an itinerant medical man attached to them, going round a definite itinerary every week.

(b) Closure for a few days in the week of dispensaries which do not get an adequate number of patients and sending the medical man out during these days to a definite itinerary.

(c) Aiding—

(1) registered medical practitioners,

(2) certified Ayurvedic and Unani medical practitioners who agree to settle down in rural areas and on such conditions under which aid may be given from local funds. (Cd. 2.)

See G.O. No. 1606, P.H., dated 28th November 1921.

(8) *Transfers of Medical Officers.*

This Conference is of opinion that the frequent and sudden transfers of medical officers outside the district are most undesirable and inconvenient and it therefore proposes—

(i) that in case of the sub-assistant surgeons, transfers outside the district should be made by the Surgeon-General ordinarily after consulting the Presidents of District Boards and Municipal Chairmen ;

(ii) that the transfer of assistant surgeons should be made by the Local Government after consulting Presidents of District Boards and Chairmen of Municipal Councils. (5. Cb. 17.)

See G.Os. No. 78, P.H., dated 26th January 1921, and No. 861, P.H., dated 17th June 1922.

C. Preventive Medicine.

(1) *Government Subsidies.*

(i) This Conference resolves that the Provincial Government shall contribute annually an amount which is at the rate of not less than As. 2 per head of population in villages for improvement of sanitation, such as acquisition of sites for latrines, removal of congestion in villages and drinking-water supply, acquisition of sites for burning and burial grounds, etc. (Bz. 11.)

(ii) That this Conference recommends that As. 3 per head of population in a district may be given for rural sanitation by Government considering the backwardness of Ceded districts. (Cd. 7.)

(iii) This Conference requests Government to sanction an annual recurring grant to each taluk board for rural sanitation of an amount equal to one-fourth of the receipts from land-cess. (Tr. 31.)

(iv) This Conference requests the Government to sanction an annual recurring grant for rural sanitation equal to one-fourth of the receipts of each taluk board from land-cess, since the stoppage of

[16th November 1922]

these grants has adversely affected the sinking of wells, especially in Adi-Dravida quarters, and the cleaning and filling up of insanitary public tanks and the removal of prickly-pear and noxious vegetation. (Sd. 4).

(v) This Conference requests Government to sanction an annual recurring grant for rural sanitation equal to one-fourth of the receipts of each taluk board from land-cess, since the stoppage of these grants has adversely affected the sinking of wells, especially in Adi-Dravida quarters, and the cleaning or filling up of insanitary public tanks and the removal of prickly-pear and other noxious vegetation. (Cb. 18).

See paragraph 10 of G.O. No. 493, Finance, dated 11th May 1921.

(2) *Wet Cultivation.*

This Conference resolves that all wet cultivation within 50 yards of the village-site shall be stopped and all the necessary compensation shall be paid by the Government. (Bz. 4.)

See G.O. No. 880, Revenue, dated 13th May 1922. The Government cannot accept the recommendation.

D. Water-supply.

(1) *In Unions.*

That this Conference recommends that the policy recommended by the Financial Relations Committee in regard to large schemes of water-supply be extended to rural union areas. (Tr. 34.)

See paragraph 10 of G.O. No. 493, Finance, dated 13th May 1922.

(2) *Meters.*

(i) That this Conference recommends that the water-supply account be self-supporting in the municipalities in the group where there is protected water-supply. Government should not compel the municipalities to meter the existing house connexions but that new house connexions should be metered. That in respect of new house connexions and such old house connexions as are already metered a meter fund be constituted on the following principles:—

(a) Municipal councils to own, repair and read meters by a special staff.

(b) Meters to be purchased out of loan funds.

(c) Each individual having a house connexion should pay a hire for the meter, the rate being so fixed as to cover loans, charges, cost of repairs and meter charge. (Cd. 8.)

(ii) This Conference recommends that every house connexion shall be metered; and that the municipal councils should own, repair and read meters by a special staff and that the meters be purchased out of loan funds. (Tr. 32.)

The question is separately engaging the attention of the Government.

16th November 1922]

E. Conservancy.

(1) *Rubbish disposal.*

This Conference recommends that the departmental system of collecting and transporting rubbish be introduced in preference to the contract system in municipal and union board areas. (Tr. 33.)

No orders of Government are called for.

(2) *Conservancy tax.*

This Conference is of opinion that the private scavenging fees of municipalities and unions be classified as a tax and that the same be included in the bills for house and water tax. (Cb. 31.)

The question of amending the Acts with reference to this resolution is under consideration.

V.—TAXATION.

(1) *Property tax—Differential rates.*

(i) This Conference recommends that municipal councils may be given the power to levy the general property tax at varying rates on lands and buildings and buildings of different classes and on lands of different classes provided only that the scales are so framed that the rates levied on different classes of the same kind of property be not regressive. (Cd. 2L.)

(ii) In regard to the property tax this Conference recommends that the councils have full discretion to levy the tax at different rates provided only the rates levied on different classes of the same kind of property are not regressive. (Tr. 35.)

(iii) This Conference recommends that municipal councils may be given the power to levy the general property tax at different rates on lands and on buildings. [Cb. 19 (a).]

These resolutions are under the consideration of the Government in connexion with the amendment of the Madras District Municipalities Act, 1920.

(2) *Companies tax.*

(i) That this Conference resolves—

(a) that the companies be taxed on the same principle as professions and that branches of companies should be taxed on the income they derive within the area of the particular local body ;

(b) that the definition of company be altered so as to include companies registered in any country. (Cd. 22.)

(ii) (a) That companies be taxed on the same principle as professions and that branches of companies should be taxed on the income they derive within the area of the particular local body.

(b) That the definition of company be so altered as to include companies registered in any country.

[16th November 1922]

(c) That the scales of profession tax and companies tax be modified so as to admit of an easier gradation. (Cb. 20.)

These resolutions are under the consideration of the Government in connexion with the amendment of the Madras District Municipalities Act, 1920, and the Madras Local Boards Act, 1920.

(3) *Profession tax.*

(i) This Conference is of opinion that the Government may amend the Municipal and Local Boards Act by a definition of the word "Income" with reference to the levy of the profession tax. (Cb. 30.)

(ii) This Conference recommends that the Local Boards Act be so amended as to bring it into conformity with the District Municipalities Act in the matter of assessment to profession tax of public and private servants and of the income from investments to tax and to omit the proviso to section 93 (1) of the Local Boards Act. (Tr. 41.)

(iii) This Conference resolves that the local boards shall be authorized to levy profession tax on the salaries and pensions of public and private servants and on incomes from investments. (Bz. 14.)

(iv) This Conference resolves that in the matter of levying profession tax local bodies be given full discretion to vary the rates of assessment provided that the rates actually fixed do not exceed the maximum and that they are progressive and not regressive. (Tr. 36.)

(v) That this Conference resolves that the profession tax levied by a local body need not necessarily be on a scale proceeding proportionately to the maximum scale fixed under rule 17 of schedule IV of the District Municipalities Act and rule 9 of schedule IV of the Local Boards Act provided that the rates are not regressive. (Cd. 23.)

These resolutions are under the consideration of the Government in connexion with the amendment of the Madras District Municipalities Act, 1920, and the Madras Local Boards Act, 1920.

(4) *Pilgrim tax.*

(i) This Conference recommends that the pilgrim tax should be confined to the outgoing pilgrims from the place of pilgrimage. (Cd. 24.)

(ii) This Conference resolves that the pilgrim tax be confined to the outgoing pilgrims only and that the maximum rates provided in the Act be doubled. (Tr. 37.)

These resolutions are under the consideration of the Government in connexion with the amendment of the Madras District Municipalities Act, 1920, and the Madras Local Boards Act, 1920.

16th November 1922]

(5) *Union land tax.*

All lands unassessed to Government revenue or zamindari rent in union areas be also taxed. (Tr. 43.)

This resolution is under the consideration of the Government in connexion with the amendment of the Madras Local Boards Act, 1920.

(6) *Amusements tax.*

This Conference recommends that local bodies be empowered to levy a tax on amusements in places falling under the Places of Public Resorts Act. (Tr. 39.)

This resolution is under the consideration of the Government.

(7) *Land revenue.*

(i) This Conference recommends that the levy of land revenue (taram assessment and ground-rent) on lands within the municipal area shall be abolished. (Bz. 17.)

(ii) This Conference recommends that lands within municipal limits and unions used as dwelling places shall be exempted from payment of land revenue to Government. [Cb. 19 (b).]

(iii) This Conference is of opinion that with a view to increase the resources of local bodies and enable them to carry out many necessary and urgent reforms in local administration the Local Government be requested to give a definite share of land revenue to local bodies. (Sd. 7.)

Items (i) & (ii).—These resolutions are under the consideration of the Government.

Item (iii).—The Government are unable to accept this recommendation.

(8) *Income-tax, abkari and pounds.*

This Conference resolves that one-third of the income-tax and the abkari revenue levied and the whole cattle-pound fees shall be transferred to respective local bodies. (Bz. 15.)

The Government are unable to accept this recommendation.

VI.—NON-TAX RESOURCES.

(1) *Licences.*

This Conference is of opinion that licence fees levied under Schedule V of the Municipalities Act beyond the municipal area within a radius of 3 miles may be levied by municipality and the proceeds divided between the local bodies and the municipalities in the proportion of 1 to 2. (Cb. 24.)

This resolution is under the consideration of the Government.

[16th November 1922]

(2) *Canal fees.*

This Conference resolves that the local bodies shall be given one-third share of the navigation licensing fees collected by the Public Works Department within their respective areas. (Bz. 16.)

The Government are unable to accept this recommendation.

(3) *Cinemas, etc.*

Local bodies be advised to open cinema theatres and places of recreation and amusement (to be run on business lines). (Tr. 38.)

It is for the local bodies to take action in the matter.

VII.—CAPITAL EXPENDITURE.

(1) *Programme.*

This Conference recommends that each local body may prepare a programme of capital expenditure for three years under (a) Management, (b) Communications, (c) Education, (d) Public Health and (e) Remunerative enterprises. (Cd. 25, Tr. 44 and Sd. 16. The last-named Conference however resolved on a five years' programme.)

The above resolution has been commended to local bodies for adoption—G.O. No. 2585, L. & M., dated 23rd December 1921.

(2) *Government loans.*

This Conference recommends that Government should set apart every year not less than Rs. 50,00,000 for lending to local bodies for capital expenditure. (Cb. 23.)

The Government are unable to accept this recommendation—G.O. No. 1253, L. & M., dated 26th July 1922.

(3) *Joint loans.*

This Conference resolves that local bodies in each district shall be authorized to form a joint loans fund on the strength of their joint credit. (Bz. 12.)

The Government have under consideration a proposal for the formation of a joint loans fund for all the districts in the Presidency.

VIII.—MISCELLANEOUS.

(1) *Audit (District-Concurrent).*

This Conference is of opinion that the present audit of the accounts of local bodies is not satisfactory and that a District Concurrent Audit should be organized under the control of the Examiner of the Local Fund Accounts, and provision made for the pre-auditing of bills in the District Board Engineer's office as is done in the Department of Public Works Engineer's office. (Cb. 21.)

This resolution is under the consideration of Government.

16th November 1922]

(2) *Overdrawals.*

This Conference recommends that local bodies which have account with the treasury should be permitted to overdraw their account, provided that the overdrawal is made good before the end of the financial year, and that those bodies who have account with the banks should make their own arrangements in the matter. (Cd. 26.)

This resolution is under the consideration of the Government.

(3) *Budgets.*

This Conference recommends that the present practice of sending budgets separately may be continued. (Cd. 28.)

The meaning of this resolution is not clear.

(4) *District board contributions to taluk and union boards.*

This Conference recommends that district boards shall have freedom to make any contribution they like to taluk and union boards. (Cd. 27 and Tr. 45.)

This resolution is under the consideration of the Government in connexion with the amendment of the Madras Local Boards Act, 1920.

(5) *Investment in co-operative banks.*

This Conference resolves that local bodies should have full discretion to invest their surplus funds in the central urban district co-operative banks. (Tr. 47.)

Orders have issued in G.O. No. 2316, L. & M., dated 25th November 1921, regarding the investment of the funds of local bodies in the Madras Central Urban Bank and central district co-operative banks. The Government do not consider any further action necessary.

(6) *Municipal savings banks.*

This Conference resolves that municipal councils shall be authorized to open savings banks. (Bz. 13.)

The Government consider that the suggestion is not practicable at present —G.O. No. 503, L. & M., dated 15th March 1922.

(7) *Compassionate grants.*

(i) This Conference recommends that the compassionate allowance to poor district boards be continued to the Ceded districts in future. (Cd. 17.)

(ii) This Conference recommends that the grants to the poorer district boards for improvement of their communications be continued. (Sd. 14.)

[16th November 1922]

In G.O. No. 493, Finance, dated 11th May 1921, the Government have laid down the principle that ordinarily grants should be made for specific services and not in aid of the general resources of the local bodies. Exceptions to this rule are however admissible in the case of (a) specially poor local bodies, (b) pilgrim centres and (c) sanitarium. The Government see no reason to reconsider this order. If a local body which is specially poor utilizes the provisions of the Local Boards Act, 1920, and the Elementary Education Act, 1920, regarding taxation to the extent desirable and is still unable to make both ends meet, the Government will consider the question of giving it a grant from Provincial funds in aid of its general resources, if Provincial finances permit—G.O. No. 24, L. & M., dated 4th January 1922.

(8) *Land-cess—Taluk board share.*

(i) Resolved that regard being had to the financial stringency of taluk boards, the Government be requested to depute an officer to investigate the question whether instead of the present 50 per cent of the obligatory land-cess that now goes towards the resources of the taluk boards, a larger proportion may not be taken by taluk boards. (Sd. 8.)

(ii) This Conference resolves that as taluk boards are financially hard hit under the new settlement under Local Boards Act of 1920 the Government may be requested to depute an officer to examine the whole question with a view to fix the proportion at which the land-cess should be distributed between the district and taluk boards. (Bz. 25.)

These resolutions are under the consideration of the Government in connexion with the amendment of the Madras Local Boards Act, 1920.

(9) *Prohibition.*

This Conference regrets the attitude of many of the Collectors in not complying with resolutions of municipal councils and local boards regarding abolition or reduction of toddy, beer and arrack shops and requests Government to adopt the policy of total prohibition and give effect to the resolutions of municipal councils and taluk boards. (Cb. 27.)

The Government do not deem it is advisable to adopt this policy—G.O. No. 683, L. & M., dated 6th April 1922.

(10) *Training maistris.*

This Conference recommends that a central school of training for maistris be started by the local bodies in the Ceded districts and that the local bodies be requested to formulate proposals to carry out this recommendation. (Cd. 19.)

This is a question for the consideration of local bodies,

16th November 1922}

(11) *Common workshop.*

This Conference recommends a common workshop for the benefit of all local bodies in the Ceded districts and that the local bodies may be requested to formulate proposals to carry out the recommendations. (Cd. 18.)

The question is one for the local bodies to consider.

(12) *Non-co-operation.*

Resolved that members of local bodies be requested to take active measures to avert the dangers arising from the propaganda of non-co-operation movement. (Sd. 17.)

This is a matter in which the members of the local bodies should themselves take action.

II

ANNOUNCEMENT REGARDING THE APPOINTMENT OF THE CHAIRMAN
OF THE SELECT COMMITTEE ON THE BILL TO REGULATE STATE
AID TO INDUSTRIES, 1922.

The hon. the PRESIDENT:—"I have to inform the House that under Standing Order No. 40 (3) I have appointed the hon. Rai Bahadur K. Venkatareddi Nayudu as the Chairman of the Select Committee on the Bill to regulate State Aid to Industries."

III

A BILL TO PROVIDE FOR THE REORGANIZATION OF THE MADRAS
UNIVERSITY, 1922.

Mr. S. SOMASUNDARAM PILLAI:—"I have listened very carefully to the speeches that have been delivered on this subject. The pros and cons have been discussed at elaborate length. There may be defects in the Bill and there may be difficulties in the working of it. But I am of opinion that the measure is a necessary and wholesome one and has come none too soon. Some people supported it on some grounds and others on different grounds. But to my mind they did not touch the true point. Our friend Mr. Natesa Mudaliyar defended it accusing certain set of our people saying that they were very selfish. I am not going to defend the Bill on that ground. Selfishness, scheming heads and lying tongues are common property. They are found even among non-Brahmans as well as Brahmans (laughter and applause). We must compare and contrast the existing university with that of the proposed one, and then we must find out whether it is desirable to have a new university, or whether there is any necessity for a change. What is the nature of the present university? It is an examining university, and I may say it is a factory for manufacturing graduates. Of course, many brilliant graduates are turned out from this factory. These graduates are eminent not because of the education imparted in the university, but because of their inherent worth. Of course, the students and examiners are bent upon turning out so many passes every year, but unfortunately they produce more failures in life than successes. Teachers are very keen about turning out so many graduates, and the students are very particular in passing examinations. The students in their anxiety to pass the examinations do not care for general knowledge. They simply take books containing questions and answers and cram them and thus get through the examinations and do not care to derive any knowledge from their studies. The student does not care to cultivate his brain and acquire the right knowledge.